

Lake Road. Grade separation structures are proposed for Townline Road, CTH M, STH 59-East, the Wisconsin and Southern Railroad tracks, Storrs Lake Road, and existing STH 26.

Alternative S2 would continue northerly as a divided four-lane rural facility by adding two additional lanes and a median to the existing roadway between John Paul Road and the Fort Atkinson bypass. From north of Milton to CTH N, the new lanes for the highway would be constructed west of the existing lanes to minimize impacts to residential and farm properties. A diamond interchange requiring a structure crossing of Otter Creek is proposed at the intersection of STH 26 and CTH N, because this intersection has been identified as having a high incidence of crashes. North of CTH N, new lanes would be added to each side of the existing centerline to limit impacts to an existing wetland along the eastern side of STH 26, and a recreational trail along the western side. North of County Line Road, the majority of the new lanes would be constructed east of the highway to allow a county recreation trail to remain within an old railroad right-of-way adjacent to STH 26. At-grade intersections are proposed for Eagle Street, Klug Road, John Paul Road, County Line Road, Hamer Lane and Vickerman Road. CTH NN would be closed to STH 26. Grade separation structures are proposed at Pond Road and at Old Highway 26 just south of the Fort Atkinson bypass.

Based on comments on the DEIS from review agencies, Alternative S2 was modified from north of Milton to CTH N. In order to reduce impacts to the Otter Creek Springs natural area, the proposed interchange at CTH N was moved approximately 2,000 feet (610 meters) to the east of existing STH 26. This resulted in shifting the alignment off the existing alignment from north of Milton to CTH N (see Figure 2.3.2.1a).

#### **2.3.2.1.2 Alternative S3**

Alternative S3 generally follows the existing highway but with a near east Milton bypass alignment that was developed to direct STH 26 along a narrow corridor between the city and the Storrs Lake Wildlife Area. From Janesville to STH 59-East this alternative would follow the same alignment as alternative S2. North of STH 59-East this alternative would continue north on new alignment and remain approximately 3,500 feet (1,070 m) east of existing STH 26, avoiding the Storrs Lake Wildlife Area, two golf courses, and one of two residential subdivisions. The alignment passes through one residential subdivision. This alternative would rejoin the existing alignment about 1.5 miles (2.4 km) north of Milton near John Paul Road. A diamond interchange is proposed at a realignment of STH 59-East and a trumpet interchange is proposed north of Klug Road at a realignment of STH 26 with the bypass alternative. Grade separation structures are proposed at Townline Road, CTH M, STH 59-East, the Wisconsin and Southern Railroad tracks, Storrs Lake Road, Bowers Lake Road, and Klug Road.

From John Paul Road to the Fort Atkinson bypass, Alternative S3 would continue northerly as a divided four-lane rural facility by adding two additional lanes and a median to the existing roadway, and would follow the same alignment as described in Alternative S2.

Based on comments on the DEIS from review agencies, Alternative S3 was modified from north of Milton to CTH N. In order to reduce impacts to the Otter Creek Springs natural area, the proposed interchange at CTH N was moved approximately 2,000 feet (610 meters) to the east of existing STH 26. This resulted in shifting the alignment off the existing alignment from north of Milton to CTH N (see [Figure 2.3.2.1a](#)).

### **2.3.2.2 Central Segment (Segment 2)**

The central segment detailed study alternatives are described below and shown in [Figure 2.3.2.2](#) and [Exhibit 6](#).

#### **2.3.2.2.1 Alternative C1**

Alternative C1 includes a west Jefferson bypass corridor. From the south limits of the Central Segment, this alternative would follow the alignment of the Fort Atkinson Bypass with the addition of two lanes and a median within the existing right-of-way. Existing interchanges at Business 26, STH 106, and USH 12 would remain. At-grade intersections at Hoard Road and Banker Road would be converted to grade separation structures.

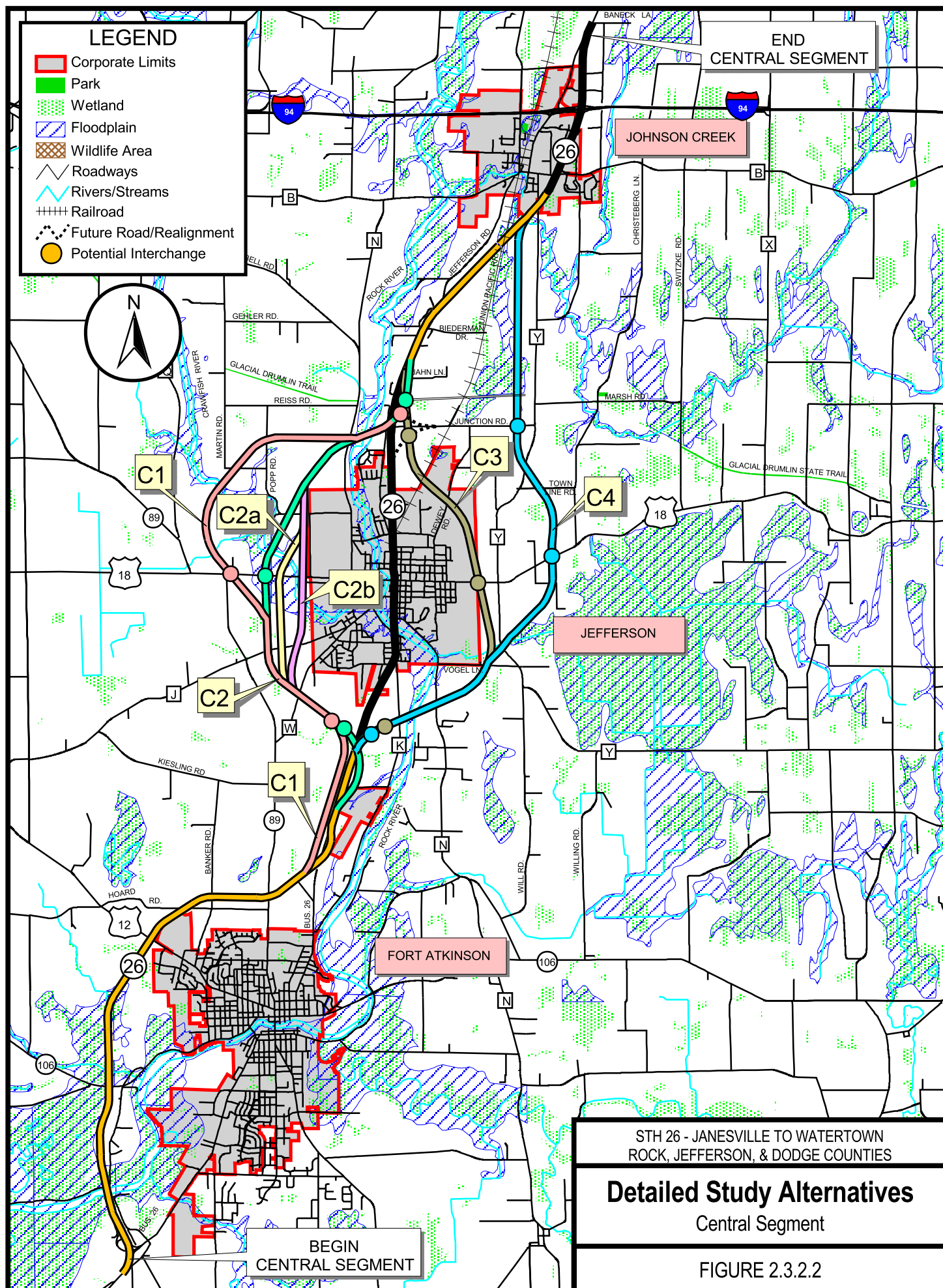
The alternative would leave the existing alignment about 2.3-miles (3.6-km) south of Jefferson at Business 26, then parallel the Union Pacific Railroad corridor on the west before heading northwest. A proposed trumpet interchange at this location would provide access to and from the south side of Jefferson. The route would continue northwest with grade separation structures at CTH W and CTH J and a diamond interchange at USH 18 near STH 89-South. STH 89-South between USH 18 and Ft. Atkinson would run concurrent with Alternative C1, and existing STH 89-South would revert to a county highway. North of USH 18, the corridor would turn northeast with structures crossing the Crawfish River, Martin Road, and Popp Road. The alignment would then head due east with a grade separation structure at CTH N and a bridge over the Rock River. The alignment would curve north before joining the existing alignment north of Jahn Lane. A diamond interchange would be located at a realignment of Junction Road with STH 26. Grade separation structures would be located at Watertown Road, STH 26, the Union Pacific Railroad tracks, and Jahn Lane.

After joining the existing alignment north of Jefferson, this alternative would continue north, with four lanes and a median centered along the existing alignment before matching the four-lane improvement at Johnson Creek near CTH Y. At-grade intersections are proposed at Biederman Drive, Jefferson Road, the Union Pacific Railroad tracks, and CTH Y. Frontage roads would be required along STH 26 to allow access to the highway at Biederman and Jefferson Roads.

#### **2.3.2.2.2 Alternative C2**

Alternative C2 includes a near west Jefferson bypass corridor that utilizes more of the existing STH 26 corridor alignment between Fort Atkinson and Jefferson. From the south limits of the Central Segment, this alternative would follow the alignment of the Fort Atkinson Bypass with the addition of two lanes and a median within the existing right-of-way. Existing interchanges at Business 26, STH 106, and USH 12 would remain. At-grade intersections at Hoard Road and Banker Road would be converted to grade separation structures. The alignment would then follow existing STH 26 between Fort Atkinson and Jefferson with the addition of two lanes and a median east of the existing roadway.

This alternative would leave the existing alignment about 1.5-miles (2.4-km) south of Jefferson. It would then parallel existing STH 26 before heading west and crossing over the Union Pacific Railroad tracks about 0.8-miles (1.3-km) south of Jefferson. A proposed trumpet interchange at this location would provide access to and from the south side of Jefferson. Grade separations would be provided over STH 26 and the railroad tracks. Realignment of STH 26 to the new interchange would be required. Grade separation structures are proposed at CTH W and CTH J, with the alignment heading due north after crossing CTH J. A diamond interchange is proposed at USH 18 approximately 0.5-miles (0.8-km) east of STH 89-South. STH 89-South between USH 18 and Ft. Atkinson would run concurrent with





Alternative C2, and existing STH 89-South would revert to a county highway. The alignment would then turn northeast near the crossing of the Crawfish River. Grade separation structures are proposed at Popp Road and CTH N. The route would then cross the Rock River and turn north before joining the existing STH 26 alignment north of Jahn Lane. A diamond interchange is proposed at a realignment of Junction Road with STH 26. Grade separation structures would be located at Watertown Road, STH 26, Union Pacific Railroad tracks, and Jahn Lane.

After joining the existing alignment north of Jefferson, this alternative would continue north with four lanes and a median centered along the existing alignment as described in Alternative C1.

#### **2.3.2.2.3    *Alternative C2(a)***

At the request of a study committee member, two modifications of Alternative C2 were studied which alters the location of the crossing of USH 18 and the Crawfish River. The modifications are limited to the bypass alignment west of the City of Jefferson approximately one mile south and north of USH 18. Beyond these limits, both modifications would follow the same alignment as Alternative C2. The first modification, referred to as C2(a), includes an alignment that crosses USH 18 approximately 1,000 feet (305 m) east of Alternative C2 and approximately 1,100 feet (335 m) west of the Crawfish River. See [Exhibit 6](#) for details of the modification.

#### **2.3.2.2.4    *Alternative C2(b)***

The second modification of Alternative C2, referred to as C2(b), includes an alignment that crosses USH 18 approximately 2,400 feet (730 m) east of Alternative C2 and approximately 400 feet (120 m) east of the Crawfish River. See [Exhibit 6](#) for details of the modification.

#### **2.3.2.2.5    *Alternative C3***

Alternative C3 includes a near east Jefferson bypass corridor. From the south limits of the Central Segment, this alternative would follow the alignment of the Fort Atkinson Bypass with the addition of two lanes and a median within the existing right-of-way. Existing interchanges at Business 26, STH 106, and USH 12 would remain. At-grade intersections at Hoard Road and Banker Road would be converted to grade separation structures. The alignment would follow existing STH 26 with the addition of two lanes and a median east of the existing roadway between Fort Atkinson and Jefferson.

The alternative would leave the existing alignment 0.8-miles (1.3-km) south of Jefferson. A proposed trumpet interchange at this location would provide access to and from the south side of Jefferson. Grade separation structures are proposed at CTH K, a crossing of the Rock River, CTH N, and Vogel Lane. Heading east and north, the alternative would cross USH 18 about 1,000 feet (305 m) west of CTH Y. A half cloverleaf interchange is proposed at USH 18 with all ramps north of USH 18 in order to provide safer pedestrian access for St. Coletta residents along the south side of USH 18. The alignment would then head northwest with grade separation structures at Dewey Road and the Union Pacific Railroad. A diamond interchange is proposed at a realignment of Junction Road with existing STH 26. The route would return to the existing STH 26 alignment north of Jefferson near Jahn Lane with a grade separation structure at the Union Pacific Railroad tracks. Jahn Lane would be the first at-grade intersection with STH 26.

After joining the existing alignment north of Jefferson, this alternative would continue north, adding two lanes and a median to the existing roadway following the same alignment as described in Alternative C1.

#### **2.3.2.2.6 Alternative C4**

Alternative C4 includes a far east Jefferson bypass corridor that extends northerly on relocation along the CTH Y corridor. From the south limits of the Central Segment to the southeast corner of Jefferson, this alternative would follow the same alignment as Alternative C3. From this point, Alternative C4 would continue northeasterly, crossing CTH Y and North Schopen Road with grade separation structures. Farther north, the alternative would cross USH 18 about 0.8-miles (1.3-km) east of CTH Y where a diamond interchange is proposed. Continuing north, the alignment would parallel CTH Y to the east, cross CTH Y south of Junction Road, then parallel CTH Y to the west until it matches the four-lane improvement at Johnson Creek. A diamond interchange is proposed at Junction Road. Grade separation structures are proposed at Town Line Road, CTH Y, and the Union Pacific Railroad tracks. A realignment of existing STH 26 to CTH Y would be required and a grade separation of STH 26 with the proposed bypass would be constructed south of Johnson Creek.

#### **2.3.2.3 North Segment (Segment 3)**

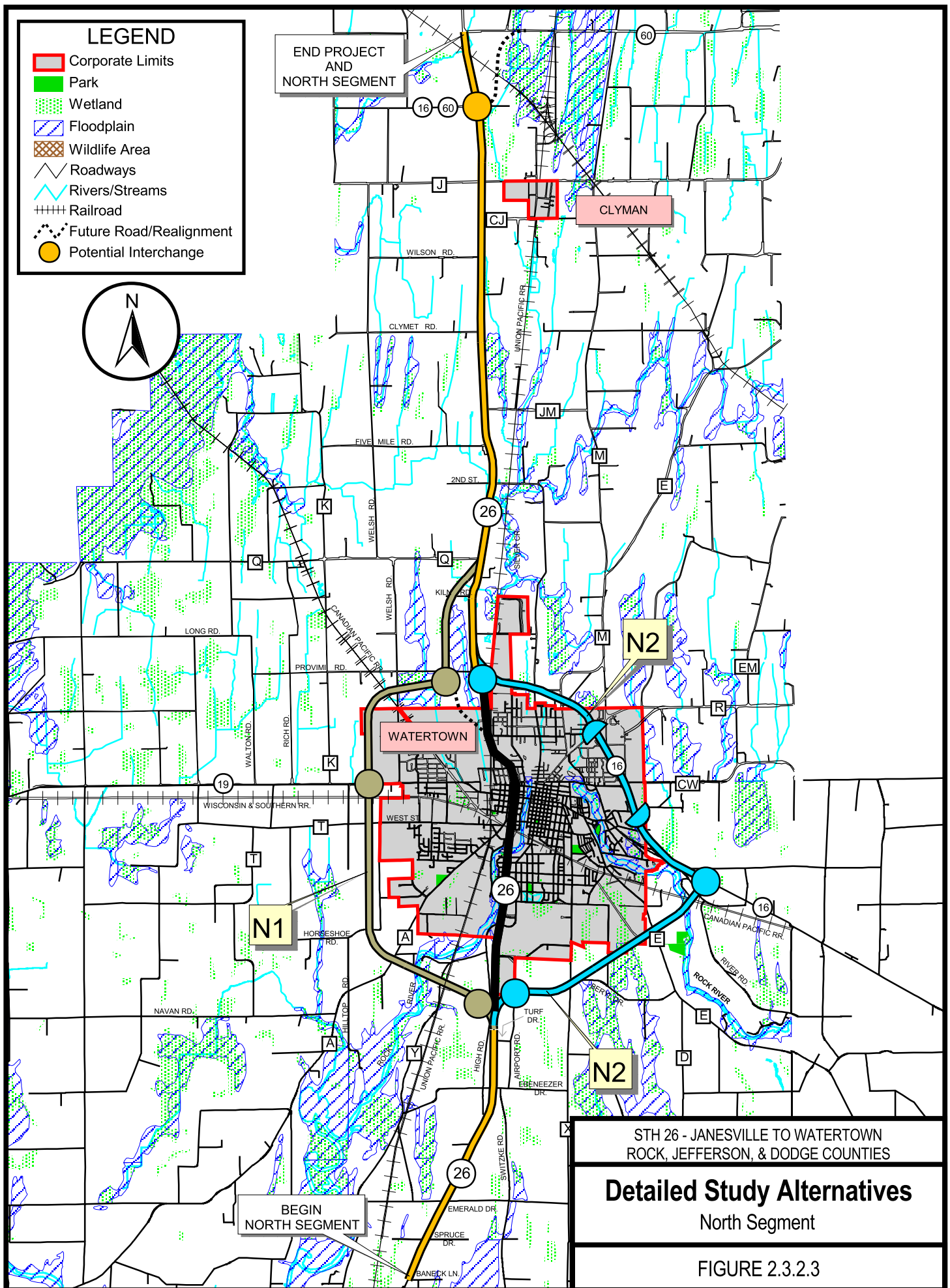
The north segment detailed study alternatives are described below and shown in [Figure 2.3.2.3](#) and [Exhibit 7](#).

##### **2.3.2.3.1 Alternative N1**

Alternative N1 includes a near west Watertown bypass corridor. From the south limits of the North Segment, this alternative would follow the existing alignment of STH 26 with the addition of two lanes and a median either east or west of the existing roadway. At-grade intersections are proposed at Spruce Drive, Emerald Drive, Zillge Lane, Ebenezer Drive, and Turf Drive.

The alternative would leave the existing alignment about 0.5-miles (0.8-km) south of Watertown near Turf Drive. A proposed interchange at this location requiring realignment of High Road would provide access to and from the south side of Watertown. The alignment would then head northwest with grade separation structures at the Union Pacific Railroad, CTH Y, a crossing of the Rock River, CTH A, and Horseshoe Road. The route would turn north with a grade separation structure at CTH T (West Street) and the Wisconsin and Southern Railroad tracks, and a diamond interchange at STH 19. The alternative would cross STH 19 approximately 2,000 feet (610 m) east of CTH K, following the western corporate boundary of the City of Watertown, then curve east near the northwest corporate limits, crossing the Canadian Pacific Railroad tracks and Welsh Road before connecting to STH 16. A proposed cloverleaf interchange would provide direct connections for STH 26 and STH 19 to the STH 16 interchange and would offer free-flow movement to STH 16-East. Provimi Road would be realigned to connect with existing STH 26 north of the interchange. The alignment would continue on relocation north of the cloverleaf interchange before joining the existing alignment south of CTH Q.

After joining the existing alignment north of Watertown, this alternative would continue north adding two lanes and a median either east or west of the existing roadway until the northern project terminus at STH 60-East. STH 60-East would be realigned to connect with STH 60-West. A diamond interchange is proposed at STH 26 and the new connection of STH 60-West. A grade separation structure is proposed at the Union Pacific Railroad tracks. At-grade intersections are proposed at CTH Q, Second Street, Five Mile Road, CTH JM, Clymet Road, Hill Road, Wilson Road, CTH CJ, and CTH J. Frontage roads to maintain access to STH 26 for local properties would be required near CTH Q, CTH JM, and where existing driveways are located closer together than 500 feet (152 m).





#### **2.3.2.3.2 Alternative N2**

Alternative N2 includes a near east Watertown bypass corridor that extends along the existing STH 16-bypass corridor in the northeast portion of the city. From the south limits of the North Segment, this alternative would follow the existing alignment of STH 26 with the addition of two lanes and a median either east or west of the existing roadway. At-grade intersections are proposed at Spruce Drive, Emerald Drive, Zillge Lane, Ebenezer Drive, and Turf Drive.

The alternative would leave the existing alignment and head east about 0.5-miles (0.8-km) south of Watertown near Turf Drive. A proposed trumpet interchange at this location would provide access to and from the south side of Watertown. The alignment would turn northeast with grade separation structures at Airport Road, CTH X, South Road, CTH E, a crossing of the Rock River, Canadian Pacific Railroad tracks, and East Gate Drive. Beryl Road would be realigned to continue the access to CTH X without closing the local road.

The alignment would join STH 16 with a trumpet interchange near Gopher Hill Road and follow the existing STH 16 corridor to the northwest. Proposed interchanges along the existing STH 16 corridor include half-diamonds at Oak Hill Road and at CTH R. A frontage road along the east side of the highway would connect the two half-diamonds. Grade separation structures are proposed at CTH CM, CTH M, Second Street and Water Street. An existing railroad crossing would require expansion to accommodate the extra lanes along STH 16. The alternative would return to the STH 26 alignment near the north corporate limits of Watertown at the existing STH 26/STH 16 interchange. Provimi Road would be realigned to connect with existing STH 26.

After joining the existing alignment north of Watertown, this alternative would continue north adding two lanes and a median either east or west of the existing roadway until the northern project terminus at STH 60-East. STH 60-East would be realigned to connect with STH 60-West. A diamond interchange is proposed at STH 26 and the new connection of STH 60-West. A grade separation structure is proposed at the Union Pacific Railroad tracks. At-grade intersections would be located at Silver Creek Road, Kiln Road, CTH Q, Second Street, Five Mile Road, CTH JM, Clymet Road, Hill Road, Wilson Road, CTH CJ, and CTH J. Frontage Roads to maintain access to STH 26 for local properties would be required near CTH Q, CTH JM, and where existing driveways are located closer together than 500 feet (152 m).

### **2.3.3 Comparison of Detailed Study Alternatives**

The purpose of this subsection is to discuss the major advantages and disadvantages of each alternative within each study segment. Within each segment, similarities between the detailed study alternatives are presented, followed by summaries of each alternative's unique advantages or disadvantages. This subsection summarizes the impacts of the detailed study alternatives for comparison purposes (see also [Table 2.3.3](#)). A detailed description of environmental impacts is provided in Section IV.

#### **2.3.3.1 South Segment**

Detailed study Alternatives S2 and S3 are both slightly over 14-miles (23-km) long, and avoid impacts to several historic properties including the Milton House (a National Historic Landmark), two parks and a school associated with the existing corridor in Milton. The alternatives would have similar land conversion impacts of total lands (about 345 acres; 140 ha), farmland (about 310 acres; 125 ha), and woodlands (2 acres; 0.8 ha).

These alternatives are virtually identical in their impacts to environmental features, including wetlands, floodplains, historic properties and archaeological potential. They would have similar land use and socioeconomic impacts, with good consistency with land use plans, good servicing of industrial sites, positive economic impacts, and good community access.

For the design year 2028, both alternatives would reduce traffic through Milton by approximately 55 percent north of STH 59 and by about 40 percent south of STH 59. Truck volumes through Milton would be reduced by an estimated 80 to 90 percent.

Both alternatives have similar cost, minimize natural environment impacts, and provide interchange locations that serve the City of Milton and its industrial park well. Both also offer a connection of IH 90 (Janesville) to STH 59-East (Whitewater) without passing through the City of Milton.

Both alternatives would affect the same two natural plant community areas at the crossing of Otter Creek near the intersection of STH 26 and CTH N. Based on comments on the DEIS from review agencies, Alternatives S2 and S3 were modified from north of Milton to CTH N. In order to reduce impacts to the Otter Creek Springs natural area, the proposed interchange at CTH N was moved approximately 1,000 feet (305 meters) to the east of existing STH 26.

#### **2.3.3.1.1 Alternative S2**

The alignment would avoid two golf courses and residential subdivisions northeast of Milton, but would have 47 residential relocations (40 apartment residents and 7 single-family residences) as opposed to 11 single-family residences for Alternative S3. The alignment passes through mostly undeveloped land in the City of Milton but would impact land within the City of Milton's urban service area that is planned for future residential development.

Alternatives S2 and S3 would require comparable amounts of existing farmland, but much of the existing agricultural land affected by Alternative S2 is inside Milton's Urban Service Area and crosses through land planned for residential and industrial use. Therefore, Alternative S2 would affect less agricultural land in the long-term.

Under Alternative S2, the north interchange is located at Bowers Lake Road and is within the Urban Service Area of Milton. This location would provide good access for both existing and planned developments on the north side of the city.

#### **2.3.3.1.2 Alternative S3**

Alternative S3 would avoid two golf courses, but would have 11 residential relocations in single-family residences. This route would pass close to the Storrs Lake Wildlife Area and would directly impact the Reserve Subdivision, a new residential development northeast of Milton having 52 platted lots, 6 of which have single family houses on them.

Alternative S3 would require more existing farmland outside Milton's Urban Service Area and therefore not currently planned for residential and industrial use. It also includes an interchange located one mile north of Milton near Klug Road that would receive strong market pressure for commercial development, leading to the conversion of additional farmland as an indirect impact. Therefore, Alternative S3 is likely to affect more agricultural land in the long-term.

TABLE 2.3.3  
SUMMARY OF ESTIMATED IMPACTS FOR DETAILED STUDY ALTERNATIVES (June 2000)  
SOUTH, CENTRAL, AND NORTH SEGMENTS

Study Issues	Unit of Measure	South Segment			Central Segment							North Segment		
		No Build	S2	S3	No Build	C1	C2	C2(a)	C2(b)	C3	C4	No Build	N1	N2
Route Length	Miles (km)	13.3 (21.4)	14.3 (23.0)	14.1 (22.7)	17.6 (28.3)	19.4 (31.2)	18.8 (30.3)	18.7 (30.1)	18.6 (29.9)	18.7 (30.1)	18.3 (29.5)	17.8 (28.6)	18.9 (30.4)	20.9 (33.6)
Land Conversions														
Total Land Converted to Right-of-Way	Acres (Hectares)	0	342 (138)	351 (142)	0	483 (195)	423 (171)	419 (170)	414 (168)	414 (168)	471 (191)	0	825 (334)	565 (229)
Farmland Area Converted to Right-of-Way	Acres (Hectares)	0	307 (124)	316 (128)	0	438 (177)	360 (146)	354 (147)	346 (140)	338 (137)	374 (151)	0	767 (310)	416 (168)
Woodland Area Converted to Right-of-Way	Acres (Hectares)	0	2 (1)	2 (1)	0	12 (5)	9 (4)	8 (3)	9 (4)	2 (1)	10 (4)	0	7 (3)	16 (7)
Other Area Converted to Right-of-Way	Acres (Hectares)	0	27 (11)	26 (11)	0	9 (4)	34 (14)	41 (17)	40 (16)	43 (17)	32 (13)	0	28 (11)	112 (45)
Environmental Issues														
Wetland Area Converted to Right-of-Way	Acres (Hectares)	0	6 (3)	7 (3)	0	24 (10)	20 (8)	16 (7)	19 (8)	31 (13)	55 (22)	0	23 (9)	21 (9)
Flood Plain Impact	Low/Med/High	None	Low	Low	None	Low	High	High	Med	Low	Med	None	Med	Low
New River/Stream Crossing Locations	Number	0	1	1	0	2	2	2	2	1	2	0	1	1
Historic Properties within Area of Potential Effect	Number	0	0	0	0	0	0	0	0	2	0	0	0	1
Archaeological Sites Potentially Affected	No. Sites	0	5	5	0	7 <sup>(1)</sup>	4 <sup>(1)</sup>	Unknown	Unknown	5 <sup>(1)</sup>	5 <sup>(1)</sup>	0	6	7
Real Estate														
Residential Relocations	Each	0	47	11	0	9	5	5	10	13	6	0	19	24
Business Relocations	Each	0	2	2	0	2	3	4	5	1	0	0	7	6
Farm Severances	Each	0	8	7	0	9	8	5	4	6	8	0	13	5
Land Use and Socioeconomic Issues														
Consistency with Local and County Land Use Plans	○○●	○	○	○	●	●	○	○	○	○	●	●	○	●
Significant Site-Specific Institutional Impacts	○○●	●	○	○	○	○	○	○	○	●	○	●	○	○
Agricultural Impacts	○○●	○	○	○	○	●	○	○	○	○	●	○	○	○
Community Access	○○●	○	○	○	○	○	○	○	○	○	●	○	○	●
Economic Impact on Existing Businesses	○○●	○	○	○	○	○	○	○	○	○	●	○	○	○
Servicing of Industrial Sites	○○●	○	○	○	●	○	○	○	○	○	●	●	○	●
Residential Neighborhood Impacts	○○●	●	○	○	○	○	○	○	○	○	○	○	○	○
Traffic														
North of STH 59					North of USH 18						North of STH 19			
Projected STH 26 2028 Average Daily Traffic (ADT) <sup>(2)</sup>	Vehicles/Day	18,500	10,000	9,500	28,000	11,500	12,500	12,500	12,500	11,500	11,000	26,000	12,500	22,000
Estimated ADT Reduction Through Town (2028)	Percent	0	55 - 60	50 - 60	0	35 - 45	40 - 50	40 - 50	40 - 50	35 - 45	35 - 40	0	35 - 45	25 - 35
Estimated Truck Volume Reduction Through Town	Percent	0	80 - 90	80 - 90	0	40 - 45	45 - 50	45 - 50	45 - 50	45 - 50	40 - 45	0	45 - 50	40 - 45
Number of Thru Lanes Required Through Town <sup>(3)</sup>	Existing / Required	N/A	2 / 2	2 / 2	N/A	2 / 2	2 / 2	2 / 2	2 / 2	2 / 2	2 / 2	N/A	2 / 2 <sup>(4)</sup>	2 / 2 <sup>(4)</sup>
South of STH 59					South of USH 18						South of STH 19			
Projected STH 26 2028 Average Daily Traffic (ADT) <sup>(2)</sup>	Vehicles/Day	25,000	N/A	N/A	31,000	13,500	14,000	14,000	14,000	13,000	12,500	37,000	11,500	9,000
Estimated ADT Reduction Through Town (2028)	Percent	0	35 - 45	35 - 45	0	40 - 50	40 - 50	40 - 50	40 - 50	40 - 45	35 - 45	0	30 - 35	20 - 30
Estimated Truck Volume Reduction Through Town	Percent	0	80 - 90	80 - 90	0	40 - 45	45 - 50	45 - 50	45 - 50	45 - 50	40 - 45	0	45 - 50	40 - 45
Number of Thru Lanes Required Through Town <sup>(3)</sup>	Existing / Required	N/A	2 / 2	2 / 2	N/A	2 / 2	2 / 2	2 / 2	2 / 2	2 / 2	2 / 2	N/A	4 div / 4-div	4 div / 4-div
Estimated Cost (2000 Dollars)														
Construction	Million \$	\$0	\$39	\$38	\$0	\$60	\$59	\$59	\$60	\$56	\$57	\$0	\$67	\$72
Real Estate	Million \$	\$0	\$4	\$4	\$0	\$6	\$6	\$6	\$6	\$6	\$6	\$0	\$7	\$7
Total Cost	Million \$	\$0	\$43	\$42	\$0	\$66	\$65	\$65	\$66	\$62	\$63	\$0	\$74	\$79

(1) Additional sites likely in Rock & Crawfish Rivers areas. Similar density and significance of sites likely associated with west or east side river crossings.  
(2) ADT shown is at or near the midpoint of projected ADT range along the bypass alternatives or along the existing alignment alternatives.  
(3) Represents the number of lanes along existing STH 26 versus the number of lanes required to obtain LOS "D" along the existing route with the construction of each alternative.  
(4) Requires four lanes from Main Street to Cady Street.

○ most beneficial/least negative effect  
○ moderate  
● least beneficial/most negative effect

Note: Symbols represent a relative scale from most beneficial/least negative effect to least beneficial/most negative effect.  
Each alternative is classified relative to the other alternative within the same segment of the corridor.

STH 26 - Janesville to Watertown  
Rock, Jefferson, & Dodge Counties

Summary of Estimated Impacts  
Detailed Study Alternatives

Table 2.3.3

### 2.3.3.2 Central Segment

Detailed study Alternatives C1, C2, C2(a), C2(b), C3, and C4 range in length from 18.3 to 19.4 miles (29.5 to 31.2 km). They would require similar numbers of residential relocations (ranging from 5 to 13) and business relocations (ranging from 0 to 3). The alternatives also have similar total costs (ranging from \$62 million to \$66 million), and similar potential for affecting archaeological sites.

All alternatives have interchanges located south of Jefferson and provide good access for commercial and industrial sites at that end of the city. All alternatives have interchanges with STH 18, although Alternative C1 and C4 would be located farther away from the city. All alternatives have interchanges located north of Jefferson near Junction Road and would provide good access for commercial and industrial sites at that end of the city. Alternative C4, while located on Junction Road, would be further away from the city's northside industrial park and would not serve the area as well as the other three alternatives.

Westside Alternatives C1 and C2, and its modifications C2(a) and C2(b), provide transportation benefits that the eastside alternatives do not provide. Traffic flow, and particularly truck traffic, is generally more oriented to USH 18 to the west to Madison and STH 89 to Lake Mills than it is to USH 18 to the east towards Helenville. The west bypass alternatives facilitate this desired westerly traffic flow and allow STH 89 to be moved from its current location on an old county highway route to the new bypass route.

Additionally, the existing and planned land use on the west side of Jefferson has a large commercial and institutional component. A growing commercial area is located along USH 18 east of the Crawfish River. Three schools (high, middle and elementary) are located just east of the Crawfish River. The Jefferson Performing Arts Center with regularly scheduled performances is located at the high school. The County Fairgrounds has over 150 scheduled events throughout the year, some which attract upwards of 40-50,000 daily visitors. These land uses generate substantial daily and special event traffic and truck volumes from outside the City of Jefferson.

Alternatives C2, C2(a), C2(b), and C3 are within Jefferson's Urban Service Area and would affect less agricultural land in the future.

All six build alternatives would have the same effects at two natural plant community areas located along existing STH 26. These include the STH 26 Rock River crossing along the Fort Atkinson Bypass, where one additional crossing would be required to construct the additional two-lanes of roadway, and the Jefferson Railroad Prairie Natural Area.

Alternatives C1, C2, C2(a), C2(b), C3 and C4 all have similar noise impacts. They have identical noise impacts along existing STH 26 (146 residences and 10 businesses). In the area of the Jefferson bypass, Alternatives C1 and C2 would have no impacts, Alternative C3 would impact two residences and one business, and Alternative C4 would impact one business.

In many other respects, these alternatives vary considerably in their impacts as discussed below.

#### 2.3.3.2.1 Alternative C1

Alternative C1 includes a west Jefferson bypass corridor. It has the greatest overall length (19.4 miles; 31-km) and the highest cost (\$66 million). It would have the greatest land conversion impacts of total lands (476 acres; 193 ha) and farmland (438 acres; 177 ha). It would have low wetland impacts (24 acres; 9.7

ha) and would not affect any historic properties. In order to reduce impacts to wetlands and floodplains near the Crawfish River, this alternative was developed to include a river crossing farther west of Jefferson. In so doing, the interchange location on USH 18 is also located further west of the city and would not offer as convenient an access to the city as would closer in alternatives (C2, C2a, C2b, and C3). Because the Alternative C1 interchange on USH 18 would not be located within the Crawfish River floodplain, this alternative could encourage more westerly urban development for the city.

Alternative C1 would cross through Jefferson County's County Farm lands, and would have an impact on that particular institutional site. Alternative C1 would use lands that could otherwise be used to develop County facilities or future residential developments. While this land is currently agricultural in nature, with some county facilities located on it, the area is within the urban service area of Jefferson. Since the southern interchange for Jefferson would be located on the county land, Alternative C1 presents an opportunity for controlling development since it is owned and controlled by the county.

Alternative C1 allows existing STH 26 to remain as a local road connecting Jefferson and Fort Atkinson. It would provide a good connection with the West Junction Road area with an interchange on the north side of the City of Jefferson and hence would provide good access to Jefferson's northside industrial park area.

Alternative C1 would require the greatest amount of farmland conversion to highway right-of-way and would generate the most impacts due to farm severance. Some of the land is outside the urban service area and would therefore have a longer-term impact on agricultural lands.

Alternative C1 would not have floodplain impacts. It would result in low impacts to shoreland wetlands and high impacts to natural stream banks of the Crawfish River, and its crossing of the Rock River would result in low impacts to shoreland wetlands and high impacts to natural stream banks. It would have moderately low wetland impacts of about 24 acres (9.7 ha), including about 8 acres (3.2 ha) of medium to high quality floodplain forest. Alternative C1 would have the greatest upland wooded area impacts of 12 acres (4.8 ha), but would not cause habitat fragmentation in any upland wooded tracts.

#### **2.3.3.2.2 Alternative C2**

Alternative C2 includes a near west Jefferson bypass corridor. It provides interchange locations south, west, and north of the city of Jefferson that serve the city and its industrial parks, and it minimizes impacts to farmland as compared with Alternative C1. This alternative maximizes the use of the existing corridor, but in doing so, does not provide a local road connection between Jefferson and Fort Atkinson. If Alternative C2 were selected as a preferred alternative, the C1 alignment between Ft. Atkinson and Jefferson could be interchanged with the C2 alignment and therefore provide the local road connection between the two communities.

Alternative C2 would provide westside bypass transportation benefits similar to Alternative C1 described above. Alternative C2 has a different alignment location through the Jefferson County Farm Property southwest of Jefferson than Alternative C1, and would impact more of the county lands that could otherwise be used to develop county facilities or future residential developments. While this land is currently agricultural in nature, with some county facilities located on it, the area is within the urban service area of Jefferson. Since the southern interchange for Jefferson would be located on the county land, Alternative C2 presents an opportunity for controlling development since it is owned and controlled by the county. If Alternative C2 were selected as a preferred alternative, the C1 alignment between Ft. Atkinson and Jefferson could be interchanged with the C2 alignment.



Alternative C2 is about 1,600 feet (490 m) from the Jefferson County Home facility located in the northwest corner of the Jefferson County Farm Property. Alternative modifications C2(a) and C2(b) are about 1,000 feet (300 m) and 400 feet (120 m) respectively from the Jefferson County Home.

Alternative C2 would provide convenient access to the west side and downtown of Jefferson via an interchange with USH 18. These alternatives would provide an interchange location similar to Alternative C1 at Junction Road area, and would provide good access to the northern part of Jefferson including its northside industrial park area. The Alternative C2 interchange at USH 18 would have limited potential for development, because it is situated in a floodplain.

Alternative C2 would have moderately low farmland conversion impacts (360 acres; 145 ha). The farmland to be converted is inside Jefferson's urban service boundary and is therefore planned for future nonagricultural uses. Alternative C2 also includes an interchange at USH 18, but which would be subject to limited commercial development pressure because the interchange area is located within a regulated floodplain.

The corridor passes through a floodplain near the Crawfish River. Alternative C2 would raise the regional base flood elevation on the Crawfish River by approximately 0.08-foot (25-mm). A slight increase (< .08-foot; 25-mm) of the regional base flood elevation is expected to propagate upstream to IH 94. No habitable buildings or other structures would be inundated as a result. Minor habitat loss would occur in floodplain wetlands. Alternative C2 would result in medium impacts to shoreland wetlands and high impacts to natural stream banks of the Crawfish River, and its crossing of the Rock River would result in low impacts to shoreland wetlands and high impacts to natural stream banks.

Alternative C2 would have wetland impacts of about 20 acres (8 ha), including about 8 acres (3.2 ha) of medium to high quality floodplain forest. Alternative C2 would have moderately high upland wooded area impacts of 9 acres (3.6 ha) and would fragment one area of upland wooded habitat.

#### **2.3.3.2.3 Alternative C2(a)**

As described in Section 2.3.2.2.2, two modifications of Alternative C2 were studied, each of which alters the location of the crossing of USH 18 and the Crawfish River. These two modifications, C2(a) and C2(b), result in slightly different impacts as compared to Alternative C2. C2(a) crosses USH 18 west of the Crawfish River and C2(b) crosses USH 18 east of the Crawfish River.

Alternative C2(a) results in six acres (2.4 ha) less farmland impacts, four acres (1.6 ha) less wetland impacts, the same number of residential relocations, one additional business relocation, and three less farm severances as compared to Alternative C2. C2(a) has the same impact to the Crawfish River floodplain as Alternative C2. C2(a) would raise the regional base flood elevation of the Crawfish River by approximately 0.08-foot (25-mm).

#### **2.3.3.2.4 Alternative C2(b)**

Alternative C2(b) results in 14 acres (5.7 ha) less farmland impacts, 0.3 acres (0.1 ha) less wetland impacts, five additional residential relocations, two additional business relocations, and four less farm severances as compared to Alternative C2. C2(b) would raise the regional base flood elevation of the Crawfish River by approximately 0.04-foot (15-mm). C2(b) would also require the USH 18 bridge crossing the Crawfish River to be widened for additional lanes near the interchange. This would result in approximately \$1,000,000 additional cost as compared to Alternatives C2 and C2(a).

#### **2.3.3.2.5 Alternative C3**

Alternative C3 includes a near east Jefferson bypass corridor. It maximizes the use of the existing corridor and requires the lowest amount of right-of-way acquisition (381 acres; 154 ha) of the bypass alternatives.

Alternative C3 passes through and near property owned by St. Coletta of Wisconsin. This alternative would directly impact two group homes and a greenhouse owned and operated by the institution. Alternative C3 would bisect the St. Coletta campus, causing separation of the campus from the community and probable increased and pedestrian safety concerns. St. Coletta has submitted a letter indicating their opposition to Alternative C3 (see [Appendix A](#)).

Interchanges are located close to the City of Jefferson and their industrial parks on the south, east, and north sides of the city. Alternative C3 provides a south interchange about the same distance south of the city as does Alternatives C1, C2, C2(a), C2(b), and C4, and would not pass through the County Farm property. This interchange would provide good access to the southern part of the city and its industrial sites. Alternative C3 provides convenient access to the east side and downtown Jefferson via an interchange at USH 18 that is close to the east city limits. The interchange at USH 18 would have limited potential for development, because the interchange borders the St. Coletta property. Alternative C3 also provides an interchange at the Junction Road area on the north side of the city, similar to Alternatives C1, C2, C2(a), and C2(b). Alternative C3 would provide good access to industrial sites on the northern part of the city of Jefferson.

Alternative C3 would have the lowest farmland conversion impacts (338 acres; 137 ha). The converted farmland is inside Jefferson's urban service area and is planned for future nonagricultural uses, and therefore would affect less agricultural land in the long term.

Alternative C3 would not have floodplain impacts. Its crossing location of the Rock River has low impacts to shoreland wetlands and floodplain areas, but high impacts to natural stream banks. Alternative C3 would impact approximately 30.5 acres (12.3 ha) of low to medium quality wetland. Alternative C3 would have low impacts to upland wooded habitat (2 acres; 0.8 ha).

#### **2.3.3.2.6 Alternative C4**

Alternative C4 includes a far east Jefferson bypass corridor that extends northerly on relocation along the CTH Y corridor. Alternative C4 would impact 374 acres (151 ha) of farmland and requires a large amount of right-of-way acquisition (460 acres; 186 ha).

Alternative C4 provides an interchange south of the city at the same location as Alternative C3, and would provide convenient access to the south side of the city and its industrial sites on that end of town. Alternative C4 provides an interchange east of the city on USH 18, but it is farther east of the Alternative C3 location and would not provide as convenient an access to the city. In addition, traffic circulation under this alternative is not desirable from the east since traffic on USH 18 between the City of Jefferson and the interchange at STH 26 will be routed past the St. Coletta's establishment through a narrow right-of-way section. Alternative C4 also provides an interchange north of the city at Junction Road, but this interchange location is farther east than Alternative C1, C2, C2(a), C2(b), or C3, and would not serve the north side industrial park area as well as the other alternatives.

Alternative C4 would not have floodplain impacts. Its crossing location of the Rock River has low impacts to shoreland wetlands and floodplain areas, but high impacts to natural stream banks. Alternative C4 would have the greatest wetland impacts, approximately 54.8 acres (22.2 ha), including 21 acres (8.5

ha) of medium to high quality floodplain forest. Alternative C4 would impact 10.5 acres (4.3 ha) of upland wooded habitat.

### **2.3.3.3 North Segment**

Alternative N1 includes a near west Watertown bypass corridor within the approved Watertown urban service area boundaries. Alternative N2 includes a near east Watertown bypass corridor with a new southeast section connecting with the existing STH 16 bypass corridor in the northeast portion of the city. Both alternatives are likely to have similar impacts on North Segment institutional sites. They would generally improve access to institutional land use by providing relief for traffic on local streets without creating barriers to pedestrian or traffic movement within the City.

Both alternatives would impact existing rural residences in the Town of Watertown on south side of the City of Watertown and would potentially impact planned residential neighborhoods within the City's 20-year urban growth boundary. The two alternatives would require similar numbers of residential and business relocations. Alternative N1 would require 19 residential and 7 business relocations. Alternative N2 would require 24 residential and 5 business relocations.

Both alternatives would probably affect similar numbers of archaeological sites.

Both alternatives would result in impacts to approximately 21 acres (8.5 ha) of wetlands with low to high functional values. Both alternatives will result in medium impacts to shoreland wetlands and natural stream banks at their respective crossings of the Rock River. Neither alternative would have any floodplain impacts. Both alternatives would require a new crossing of the Rock River either southwest or southeast of Watertown. All areas of the Rock River near the crossing locations are designated as containing natural areas.

Both alternatives would impact one known contaminated hazardous material site north of Watertown.

#### **2.3.3.3.1 Alternative N1**

Interchanges are located south, west, and north of the City of Watertown and provide good access to residential, commercial, and industrial park sites. This is the only alternative that provides a direct connection for both STH 26 and STH 19 to the STH 16 interchange and offers free-flow movement to STH 16-East. The connection with the STH 16 bypass north of Watertown provides a distinct traffic system benefit to the area for STH 19 traffic continuing on STH 16 or STH 26 without entering the City of Watertown. West of Watertown, this alternative offers an efficient route to the Watertown hospital located along the STH 16 bypass.

Alternative N1 is more consistent with land use plans for the area than is Alternative N2. This alternative would serve the City's planned industrial expansion area on the west side and would provide good community access without disrupting existing neighborhoods. Alternative N1 improves access to existing and future development, including industrial sites, on the City's west and northwest sides with its interchanges at STH 19 and STH 16.

Alternative N1 would require 767 acres (310 ha) of farmland. It would have the greatest primary agricultural impact on existing farmland. The converted farmland is within the City's urban service area planned for nonagricultural uses, and therefore would affect less agricultural land in the long term. Alternative N1 would have fewer upland wooded area impacts than Alternative N2. It would result in

approximately 7 acres (2.8 ha) of upland wooded area impacts with no fragmentation of upland wooded areas.

Alternative N1 would not impact any public recreational lands or NRHP-eligible historic sites and would not be subject to any Section 4(f) considerations. Alternative N1 would have greater residential noise impacts than Alternative N2, with impacts to 186 residences and 10 businesses.

#### **2.3.3.3.2 Alternative N2**

The Alternative N2 bypass corridor includes a near east bypass of Watertown that is within the approved urban service area boundaries. It provides an interchange approximately the same distance south of the city of Watertown, and provides good access to commercial and industrial sites in that area. It also provides an interchange with STH 16 although no access would be provided at that location. Two half diamond interchanges would be provided on the east side of Watertown along the existing STH 16 bypass corridor. These half diamond interchanges would provide reasonable access to the east side of Watertown for commercial and residential residents, but would not serve west side industrial park sites.

Alternative N2 would minimize impacts to the natural environment by connecting to the STH 16 bypass corridor. South of Watertown, this alternative would offer an efficient route to the Watertown hospital located along the STH 16 bypass. The addition of two lanes to the STH 16 bypass would be required to handle the increased traffic volumes.

Alternative N2 is less consistent with area land use plans and policies than is Alternative N1. The route provides fewer community access benefits and would not serve the City's planned industrial expansion areas on the west side of the City. Additionally, this alternative does not provide a new connection for STH 19 to STH 16 or STH 26. Therefore, traffic, including trucks, would continue to use the existing STH 19 route through the downtown commercial area of Watertown in order to make a connection to STH 16. The proposed interchange at STH 16 is partially outside of the City's planned urban growth area and would potentially stimulate development outside the City.

Alternative N2 would require 415 acres (168 ha) of farmland. It would affect more farmland outside the City's 20-year urban service area than Alternative N1. The east-side interchange for Alternative N2 could stimulate loss of farmland due to commercial development outside the City. Alternative N2 would have greater upland wooded area impacts than Alternative N1. It would result in approximately 15.2 acres (5.5 ha) of upland wooded area impacts that would cause habitat fragmentation in five upland wooded areas.

Alternative N2 would not impact any public recreational lands, but would be located in front of Slight's Standard Oil Filling Station, an NRHP-eligible historic site. Land would not be required from the site. Alternative N2 would have fewer residential noise impacts than Alternative N1, with impacts to 155 residences and 11 businesses.

## **2.4 PREFERRED ALTERNATIVE**

After evaluating engineering and environmental factors for corridor alternatives, and careful consideration of comments from various agencies, affected communities and property owners, the following preferred alternatives for the three project segments are recommended. Impacts for the Preferred Alternatives are presented in [Table 2.4](#).

**TABLE 2.4**  
**SUMMARY OF ESTIMATED IMPACTS FOR PREFERRED ALTERNATIVES (August 2004)**  
**SOUTH, CENTRAL, AND NORTH SEGMENTS**

Study Issues	Unit of Measure	South Segment	Central Segment	North Segment	Project Total
		S3	C2(a)	N1	
<b>Route Length</b>	Miles (km)	13.5 (21.7)	18.3 (29.5)	18.6 (30.0)	50.4 (81.2)
<b>Land Conversions</b>					
Total Land Converted to Right-of-Way	Acres (Hectares)	477 (193)	419 (170)	855 (346)	1,751 (709)
Farmland Area Converted to Right-of-Way	Acres (Hectares)	328 (133)	332 (134)	692 (280)	1,352 (547)
Woodland Area Converted to Right-of-Way	Acres (Hectares)	13 (5)	7 (3)	9 (4)	29 (12)
Other Area Converted to Right-of-Way	Acres (Hectares)	130 (53)	65 (26)	125 (51)	320 (130)
<b>Environmental Issues</b>					
Wetland Area Converted to Right-of-Way	Acres (Hectares)	6.1 (2.5)	15.2 (6.2)	28.8 (11.6)	50.1 (20.3)
Flood Plain Impact	Yes / No	No	Yes	No	Yes - C2(a)
Stream Crossings	Number	1	2	1	4
Historic Properties within Area of Potential Effect	Number	0	0	0	0
Archaeological Sites Eligible for NRHP Affected	No. Sites	1	0	3	4
<b>Real Estate</b>					
Residential Relocations	Each	15	4	19	38
Business Relocations	Each	4	2	1	7
<b>Land Use and Socioeconomic Issues</b>					
Consistency with Local and County Land Use Plans	○○●	⊙	○	○	
Significant Site-Specific Institutional Impacts	○○●	○	⊙	○	
Agricultural Impacts	○○●	⊙	○	⊙	See each
Community Access	○○●	○	○	○	Segment.
Economic Impact on Existing Businesses	○○●	⊙	⊙	⊙	
Servicing of Industrial Sites	○○●	○	⊙	○	
Residential Neighborhood Impacts	○○●	⊙	⊙	⊙	
<b>Estimated Cost (2000 Dollars)</b>					
Construction *	Million \$	\$48	\$64	\$80	\$192
Real Estate	Million \$	\$16	\$14	\$32	\$62
Total Cost	Million \$	\$64	\$78	\$112	\$254

- most beneficial/least negative effect  
 ⊙ moderate  
 ● least beneficial/most negative effect

Note: Symbols represent a relative scale from most beneficial/least negative effect to least beneficial/most negative effect. Each alternative is classified relative to the other alternative within the same segment of the corridor.

\* Includes the following costs associated with jurisdictional transfers of existing STH 26 from the state to local units of government:  
 South Segment: \$750,000; Central Segment: \$800,000; North Segment: \$600,000.

STH 26 - Janesville to Watertown  
 Rock, Jefferson, & Dodge Counties

### Summary of Estimated Impacts Preferred Alternatives

Table 2.4



## 2.4.1 Selection of Preferred Alternative

### 2.4.1.1 South Segment

The Preferred Alternative for the South Segment is identified as Alternative S3, which includes an east bypass of the City of Milton. [Figure S.4.4.1](#) and [Exhibit 8](#) show the location of the Preferred Alternative.

The Preferred Alternative uses the existing four-lane section of STH 26 between CTH Y and Town Line Road south of Milton. This 3.9-mile (6.3-km) segment was improved in 1999 from a two-lane rural roadway to a four-lane divided highway having expressway access standards. Additional lanes or capacity improvements between CTH Y and Town Line Road are not part of this project, but access modifications are planned that will preserve the functionality of the existing highway within this segment, and will permit the route to operate safely as traffic volumes increase.

From Town Line Road to CTH N north of Milton, the Preferred Alternative consists of a new four-lane divided highway that is on new alignment east of the City of Milton. North of CTH N, the Preferred Alternative follows the existing alignment of STH 26 to the Fort Atkinson bypass. The existing two-lane roadway in this segment is improved to a four-lane divided highway with the addition of two lanes and a median to the existing highway.

Since the time of the DEIS, several access modifications and improvements to local road connections to STH 26 have been planned between Janesville and Milton. Access north of CTH Y will be managed and focused to two future full access locations, one at or near McCormick Road and the other at Harmony Town Hall Road. Janesville, Milton, and Town of Harmony agree with these planned access locations.

An access location near McCormick Road is consistent with Janesville's plans. The city has expressed a preference for an at-grade signalized intersection at this location as part of the Preferred Alternative. Given the expectations of growth in residential and commercial uses in this area, WisDOT believes a full interchange will have greater safety and mobility benefits, and will be the best solution in the longer term for access to STH 26. A full interchange near McCormick Road is included in this EIS as part of the Preferred Alternative as a long-term improvement and is shown on [Exhibit 8](#). This decision will be reviewed at the time of design in cooperation with the city of Janesville to confirm that it is still the most appropriate solution, and a reevaluation of associated environmental consequences will be made if needed.

Also long term, it is expected that the existing developed abutting properties along STH 26 south of McCormick Road will not have direct access to the highway. A frontage road design has been included in this EIS for the north side of the highway in this area, recognizing at the time of design another approach may be more suitable depending upon the kind of changes that have or are expected to occur in this area. While construction in this area is not anticipated for several years, WisDOT will work with Janesville on early design in this area so as not to preclude desirable options for the future, and to allow area properties to redevelop in accordance with a long-range plan. A reevaluation of environmental consequences will be made in this area if needed.

Janesville, Milton, and Town of Harmony have developed an agreement among the three communities and passed individual resolutions supporting a full diamond interchange in the vicinity of Harmony Town Hall Road, and supporting the concept that land uses in this area remain non-commercial and exist as a community separation between Janesville and Milton. Copies of the signed agreement and resolutions are in [Appendix B](#). These agreements minimize possible indirect impacts that would be inconsistent with

community goals for the future. WisDOT will work to assist area communities in the development of roadway infrastructure consistent with area land use plans.

Access modifications and adjustments made to Alternative S3, Janesville to Fort Atkinson, since the time of the DEIS include the following:

- The full access at-grade intersection connection of County Road Y with STH 26 near IH 90 is being closed for safety reasons, and only right-in and right-out will be allowed at this location. County Road Y is being relocated to a new connection with STH 26 near McCormick Drive. Woodcrest Drive will have only right-in and right-out access to STH 26. A new overpass at a future Wright Road extension by the City of Janesville is planned at STH 26. Bingham Road will be closed at STH 26 with access planned at a new interchange at Harmony Town Hall Road. An extension of Harmony Town Hall Road 0.5 mi (0.8 km) north from the new interchange to Town Line Road is planned. The existing at-grade connections of Town Line Road at STH 26 will be closed and the east and west segments of Town Line Road will be connected with an overpass bridge. An extension of Henke Road from Town Line Road northerly to existing STH 26 and St. Mary's Road is planned. Finally, County Road M in the area of proposed STH 26 is being closed and relocated between Town Line Road and proposed STH 59.
- North of Milton, a proposed interchange at Klug Road is being eliminated due to insufficient traffic volumes. At Klug Road, cul-de-sacs will be constructed on the east and west sides of proposed STH 26, and a new frontage road connecting Klug Road to the south with Bower's Lake Road will be constructed for local access.
- The alignment north of Milton to CTH N has been modified to reduce impacts to the Otter Creek Springs natural area. The proposed interchange at CTH N has moved approximately 2,000 feet (610 meters) to the east of existing STH 26.
- South of Ft. Atkinson, changes in the Pond Road/Koshkonong Lake intersections are planned. Pond Road will be connected to Koshkonog Lake Road with an overpass bridge. Two low speed "jug handle" ramps will be constructed at this location to allow right in and right out only on STH 26.

Alternative S3 as modified since the publication of the DEIS is preferred as it provides transportation and other benefits that Alternative S2 does not provide. Among these are the following:

- The Preferred Alternative S3 is 0.6 miles (1.0 km) shorter in total length than Alternative S2. Accordingly, it requires about 30 acres (12 hectares) less total land, and 22 acres (9 hectares) less farmland, than Alternative S2.
- Preferred Alternative S3 impacts two less farm parcels than Alternative S2. Overall, Alternative S2 will have a greater farmland impact as its alignment severs farms on a diagonal, thereby leaving more difficult pie-shaped remnants for farming operations.
- Preferred Alternative S3 is a more direct north-south route with a more desirable geometric alignment and fewer curves. In particular, it eliminates the need for an S-curve alignment between the north and south Milton interchanges as is necessary under Alternative S2.
- The location of the Preferred Alternative S3 alignment adjacent to the Storrs Lake Wildlife Area will function as a buffer between urban development and the wildlife area. Preferred Alternative S3 will

contain existing and future urban development from both the city and town of Milton entirely west of the roadway and open space/hunting grounds (Storrs Lake Wildlife Area) east of the roadway. The Alternative S2 alignment allows development east and west of the roadway with limited access across the roadway.

- The Wisconsin Department of Natural Resources (WDNR) does not oppose the location of a roadway corridor (Preferred Alternative S3) adjacent to the Storrs Lake Wildlife Area. They have commented that the corridor eliminates the undesirable effects of increased urban development in the area. In addition, a depressed roadway section for Alternative S3 will be considered along the boundary of the wildlife area, which would minimize aesthetic and noise impacts.
- Preferred Alternative S3 has 17 relocations as compared to 51 relocations for Alternative S2. While 40 of the 51 relocations for Alternative S2 are residential tenants in five 8-unit apartment buildings, the real estate acquisition and relocation costs for both alternatives have been estimated to be approximately the same.
- Preferred Alternative S3 passes through one newly developing residential subdivision that is adjacent to the Storrs Lake Wildlife Area. At this time the majority of lots are vacant. There are 6 of a potential 20 houses that have been constructed under Phase 1 of the subdivision with an additional 32 lots (for a total of 52) pending approval under Phase 2.
- The Preferred Alternative S3 total construction and real estate costs are approximately \$3 million less than Alternative S2. Alternative S3 is also expected to have lower future maintenance costs.

#### **2.4.1.2 Central Segment**

The Preferred Alternative for the Central Segment is identified as Alternative C2(a), which includes a west bypass of the City of Jefferson. [Figure S.4.4.2](#) and [Exhibit 8](#) show the location of the Preferred Alternative.

From the south limits of the Central Segment, the Preferred Alternative follows the alignment of the Fort Atkinson bypass with the addition of two lanes and a median within the existing right-of-way. From Business 26 at the north end of the Fort Atkinson bypass to Jahn Lane north of Jefferson, the Preferred Alternative consists of a new four-lane divided highway that is on new alignment west of the City of Jefferson. North of Jahn Lane, the Preferred Alternative follows the existing highway until it matches the 2001-2002 four-lane improvements at Johnson Creek. The existing two-lane rural roadway in this segment is improved to a four-lane divided highway with the addition of two lanes and a median to the existing highway.

It was identified in the Draft EIS and shown at the public hearing that if Alternative C2(a) was selected as a Preferred Alternative, it could incorporate the Alternative C1 alignment between Business 26 and CTH W to maintain a local road connection between Ft. Atkinson and Jefferson. The Preferred Alternative C2(a) alignment as presented here incorporates this change.

Since publication of the DEIS, Alternative C2(a) has been modified to include a structure crossing of I-94 about 1,200 feet (366 m) east of existing STH 26. The bridge crossing over I-94 would connect existing Waldmann Lane on the north with existing Spring Lane on the south. The structure would be within existing right of way and would have no additional environmental impacts. The addition of this structure connects and completes a local roadway system that allows local traffic to have mobility between the

north and south sides of I-94 without having to use the STH 26/I-94 interchange. The continuity of the local road system will relieve traffic through the interchange area, and will preserve the long-term functionality of the STH 26 corridor.

Alternative C2(a) as modified since the publication of the DEIS is preferred based on the following comments and support from review agencies:

- The Wisconsin Department of Transportation's Bureau of Aeronautics preferred an alignment west of the Union Pacific Railroad as it presented the least potential for conflict with the Ft. Atkinson airport of all alternatives considered.
- The Wisconsin Department of Natural Resources favored an alignment west of the railroad in order to avoid impact to an environmentally sensitive area known as the Jefferson Railroad Prairie.
- The Jefferson County Highway Department supported the alignment west of the railroad, as it is the only alternative that allows existing STH 26 to remain in place between Jefferson and Ft. Atkinson to function as a local arterial or county highway.

Alternatives C2, C2(a) and C2(b), the near west bypass alternatives, and Alternative C3, the near east bypass alternative, offer some similar benefits. All meet state and regional needs by providing 55 mph travel speeds, and provide interchange access north and south of the city thus serving the city's industrial parks. The Preferred Alternative C2(a) and the near east Alternative C3 both have the same total cost of \$63 million.

A near west alternative, and in particular Alternative C2(a), is preferred as it provides transportation and other benefits that the near east Alternative C3 does not provide. Among these are the following:

- Traffic flow is generally more oriented to USH 18 to the west to Madison and STH 89 to Lake Mills than it is to USH 18 to the east towards Helenville. The near west bypass alternative facilitates this desired westerly traffic flow and allows STH 89 to be rerouted along the new and safer West Bypass. The existing STH 89 route, which originated as an old county highway route with numerous curves, could then revert back to a local road.
- Three schools (high, middle and elementary) are located just east of the Crawfish River. The Jefferson Performing Arts Center with regularly scheduled performances is located at the high school. The County Fairgrounds has over 150 scheduled events throughout the year, some of which attract upwards of 40-50,000 daily visitors. These land uses generate substantial daily and special event traffic and truck volumes from outside the City of Jefferson, and are best served with a westside bypass.
- A near west bypass eliminates the safety concerns over pedestrian circulation in and around the St. Coletta properties east of Jefferson, and eliminates potential disruption to the organization's operational characteristics and rural setting.
- A near west bypass has access at USH 18 with a diamond interchange. A near east bypass has access at USH 18 with a partial cloverleaf interchange to better address the pedestrian safety for attendees of St. Coletta. A diamond interchange is more easily understood by the traveling motorist, and requires less land to construct than a partial cloverleaf interchange.

- USH 18 on the west side of the city has an existing 80 foot right-of-way width as compared to 66 feet on the east side of the city. The wider width on the west side permits safer movement of traffic between the downtown area and the bypass, and more easily accommodates future traffic growth and roadway improvements without affecting abutting properties.
- The near west Preferred Alternative impacts about half the amount of wetland acres as compared to the near east alternative (15 acres [6 hectares] versus 31 acres [13 hectares]).
- The near west alternative proposed bridge crossing of the Crawfish River would have no effect on normal flows occurring within the stream banks, but would have a minimal impact on the adjacent floodplain. Alternative C2(a) is expected to raise the 100-year flood height by about 0.08-foot (1-inch). The location of a near west interchange on USH 18 within the floodplain of the Crawfish River provides the opportunity to purchase access and development rights to help control future development in the floodplain and river area.
- The near west Preferred Alternative and the near east alternative each require about the same total amount of land (393 acres [159 hectares] versus 414 acres [168 hectares] respectively). Although the near west preferred alternative requires about 20 acres (8 hectares) more farmland, the near east alternative will overall have a greater farmland loss as its alignment severs farms on a diagonal, thereby leaving more difficult pie-shaped remnants for farming operations.
- The near east alternative splits the City of Jefferson's north industrial park making future travel and traffic circulation within the park more difficult. Its alignment severs the park on a diagonal, thereby leaving pie-shaped parcels that would be more difficult to develop.
- There is a slightly higher rural residential density east of Jefferson than west. A near west alternative has eight fewer residential relocations than the near east alternative.
- The Preferred Alternative is 0.5 mile (0.8 km) shorter in total length than the near east alternative.

Alternative C1 is not environmentally preferred as it has larger farmland and wetlands impacts than the other western alternatives. Some of the farmland associated with Alternative C1 is outside Jefferson's Urban Service Area boundaries and would therefore have a longer-term impact on agricultural lands. The westerly portion of Alternative C1 received little support from the general public or local officials.

Alternative C4, a far east bypass alternative of the City of Jefferson, is not environmentally preferred as it impacts the greatest number of wetland acres of all alternatives, a large proportion of which would be medium-high functioning floodplain forest. Traffic circulation under this alternative is not desirable from the east since traffic on USH 18 between the City of Jefferson and the interchange on STH 26 would be routed past the St. Coletta's establishment through a narrow right-of-way section. Alternative C4 received little support from the general public or local officials.

#### **2.4.1.3 North Segment**

The Preferred Alternative for the North Segment is identified as Alternative N1, which includes a west bypass of the City of Watertown. [Figure S.4.4.3](#) and [Exhibit 8](#) show the location of the Preferred Alternative.



From the south limits of the North Segment to Turf Drive south of Watertown, and from CTH Q north of Watertown to the north project terminus at STH 60-East, the Preferred Alternative follows the existing alignment of STH 26 with the addition of two lanes and a median to the existing highway. Between Turf Drive and CTH Q, the Preferred Alternative consists of a new four-lane divided highway that is on new alignment west of the City of Watertown.

Since the publication of the DEIS, Alternative N1 has been modified as follows:

- Just south of Watertown, a new local road connecting Horseshoe Road to County A and County Y is planned based on input from local officials to improve local traffic circulation. Business 26 and High Road, local roadways leading from the south interchange area into the City of Watertown, are also being adjusted slightly to provide safe and improved intersection connections.
- The second change reduces the size of the north interchange for Watertown. A diamond interchange is now proposed at the current intersection of STH 16 and Church Street (existing STH 26), allowing local access to take advantage of existing Church Street and eliminating the need for a new local roadway into Watertown. A second interchange is also proposed west of Church Street that will only handle traffic movement between STH 16 and STH 26. This new layout saves about 100 ac (40 ha) of farmland, and no longer requires the relocation of four businesses along Church Street.
- The third change is north of Watertown in the area between Second Street and County Road JM. STH 26 is being adjusted slightly to the east into the space occupied by the now vacant Kolb-Lena cheese factory building. This adjustment allows the existing highway between Five-Mile Road and County JM to remain in place as a frontage road and facilitates the planned expansion of an existing lumberyard business. It is also proposed to extend this frontage road south to Second Street. At-grade intersections with STH 26 would be at Second Street and County JM.

A near west alternative is preferred as it best provides a balance between having a transportation system consistent with state, regional and local needs with the safety, environmental, economic and social impacts of the proposed improvement. It also provides the necessary capacity and an adequate level of service for current and projected traffic volumes including trucks.

A near west alternative, and in particular Alternative N1 as modified since the publication of the DEIS, is preferred as it provides transportation and other benefits that the near east Alternative N2 does not provide. Among these are the following:

- From a state and regional perspective, west Alternative N1 is 2.1 miles shorter in route length than east Alternative N2.
- A near west bypass is estimated to remove and relocate approximately 25 percent more total trips, and about 22 percent more truck trips, from the local road system than an east bypass (based on data from an origin-destination survey taken on Hwy 16 and Hwy 26 near Watertown in 2001).
- A west bypass, along with the Hwy 16 bypass corridor, provides a bypass route around three quarters of the City of Watertown. An east bypass provides a route around only one half of the city.
- A west bypass provides an opportunity for Hwy 19 traffic to bypass the City of Watertown resulting in less traffic, particularly trucks, passing through the downtown.

- A west bypass provides an opportunity for traffic generated from Watertown's west industrial park to bypass the city resulting in less traffic, particularly trucks, along existing Hwy 26 (Church Street) and passing through the Bernard Street intersection.
- The proposed Hwy 16 Oconomowoc Bypass is expected to increase traffic volumes along the existing Hwy 16 corridor in the northeast portion of Watertown. A west bypass is preferred because it does not combine Hwy 26 traffic with Hwy 16 traffic within the existing Hwy 16 corridor. The near east bypass Alternative N2 combines the traffic and jeopardizes the long-term ability of the alternative to adequately handle the increased traffic volumes and associated operational characteristics.
- South and north of Watertown, Alternatives N1 and N2 follow the same alignment and equally impact the same wetland sites. West of Watertown, Alternative N1 impacts about 8 more wetland acres than Alternative N2 east of Watertown. The impacted wetland sites west of Watertown are sites having low to medium functional values, whereas the impacted wetland sites east of Watertown are sites having low to high functional values, including a 172-acre contiguous forested wetland complex with high vegetation diversity and high functional value that would be bisected. The bisecting of this large site by Alternative N2 was a concern identified by environmental review agencies.
- The near west alternative impacts about 738 acres of land currently being used as farmland as compared with 415 acres for the near east Alternative N2. The near west alternative is preferred as it impacts slightly less farmland outside Watertown's Urban Service Area boundaries than the near east alternative (280 acres versus 205 acres). Development of farmland within the urban service area is anticipated in the long-term (15 to 20 years) with or without the construction of a highway.
- Both alternatives cross the Rock River once. The near west alternative is preferred as it requires a roadway structure that clears the Rock River. The easterly alternative crosses the Rock River and requires a roadway structure that clears the Canadian Pacific Railroad tracks as well as the Rock River.
- The near west alternative is preferred as it requires 8 fewer residential and business relocations than the near east alternative.
- An Environmental Impact Statement prepared by the Public Service Commission in August 1990, indicates that WEPCO acquired 125 acres of land that abuts their Concord Power Station site located southeast of Watertown. This land was dedicated for a buffer zone. The near west alternative is preferred as it does not impact this site, whereas the easterly alternative traverses through the buffer zone land.
- The near west alternative is preferred as the easterly alternative passes adjacent to a historic property.
- An estimated construction and real estate cost for the near west preferred alternative is \$74 million (2001 dollars), compared with \$79 million for the near east alternative. When viewed in conjunction with future improvement costs necessary for Hwy 16 in the northeast portion of Watertown, an estimated cost for the near west preferred alternative is \$82.5 million, compared with \$83.7 million for the near east alternative.

## 2.5 OTHER GOVERNMENT AGENCY ACTIONS

After construction of proposed STH 26, the unused portions of existing STH 26 will be jurisdictionally transferred to the appropriate local unit of government. At that time, the transferred portions of existing STH 26 will be resurfaced from curb to curb or shoulder to shoulder with minimal shoulder grading. No new right of way will be acquired and no additional environmental impacts are anticipated. Therefore, the jurisdictionally transferred portions of existing STH 26 are covered under this environmental document. If it is determined that any of the work required to complete these transfers will need to occur outside of the existing right of way, a separate environmental document will be required before such work can begin. Estimates of the costs associated with these transfers are provided in Table 2.4.

Other significant actions proposed by government agencies in the same geographic area as the proposed project include the following projects.

Project	Work Description	Project Status
STH 26 – Main Street to Railroad	Reconstruct	Complete in 2003
Hwy 12 – Cambridge to Ft. Atkinson	Reconstruct existing two-lane roadway	Complete in 2005
* Hwy 12 – Ft. Atkinson to Whitewater Corridor Study	Corridor study	Began study 2001
US Hwy 12 Whitewater Bypass	Construct new bypass around Whitewater	Complete in 2005
USH 18 – Racine Street in Jefferson	Reconstruct	Begin construction 2007
STH 106 – Ft. Atkinson to CTH CI	Reconstruct existing two-lane roadway	Begin construction 2007
STH 16 – Oconomowoc Bypass	Construct new bypass around Oconomowoc	Complete in 2006
STH 60 – Columbus to STH 26	Reconstruct existing two-lane roadway	Begin construction 2006
I-39/I-90 – Illinois State Line to Madison	Add third lane and interchange improvements	Began study 2002

\* Coordination with the US 12 project has been ongoing throughout the STH 26 corridor study. The STH 26 Preferred Alternative does not preclude any of the options being studied as part of the US Hwy 12 project.